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**Paullin, C. O.** *The Navy of the American Revolution: Its Administration, its Policy and its Achievements.* Pp. 549. Cleveland: Burrows Brothers' Co., 1906.

The political scientist as well as the historian will doubtless welcome the appearance of Mr. Paullin's book. The history of the navy of the American Revolution "written from the point of view of the naval administrators," throws valuable light upon the framework of the revolutionary governments, and treats admirably a much-neglected aspect of the revolutionary struggle. To reconstruct the naval administrative machinery created by the Continental Congress, to review the naval legislation of that body, and to write for the first time the history of the state navies—these are the main objects which the author has had in view. Prolixity has been avoided by the selection of typical instances and a careful summarization of results.

The history of the Continental navy, which occupies more than one-half of the book covers about a decade commencing with the organization of the naval committee in October of 1775. As a congressional committee it was responsible for the adoption of rules of discipline, the making of appropriations, the establishment of admiralty courts. As an administrative body it purchased and fitted out ships and had control over all "Continental" vessels except Washington's Boston and New York fleets and Arnold's fleet on Lake Champlain. Though fairly successful it was absorbed early in 1776 by the marine committee which consisted of one delegate from each state.

The powers and duties of the marine committee corresponded closely with those of its predecessor. It had to contend with extraordinary difficulties, more especially in the scarcity of seamen and the lack of discipline, tradition and *esprit de corps*. The committee proved "slow, cumbrous, inexperienced and irresponsible," and after about three years gave place to a board of admiralty, which proved "slower, more cumbersome and less responsible" than even the marine committee. When at last the "concentrative" school had its way, and in September, 1781, Robert Morris, as agent of the marine, was placed in full control. Whatever the shortcomings of the navy during his term of office they "did not spring from the lack of an efficient executive."

The account of the continental navy concludes with two chapters on "The Naval Duties of American Representatives in Foreign Countries."

In the history of the state navies, we come to what is certainly the most original and for that reason perhaps the most valuable portion of the book. All the states with the exception of New Jersey and Delaware owned and operated armed vessels. They greatly exceeded in number the vessels of the continental navy. Massachusetts, Connecticut, Pennsylvania, Maryland, Virginia, and South Carolina all possessed respectable fleets, and each of these here receives separate treatment, the vessels of the other states being grouped for consideration as the minor navies of the North and South. The naval administrative machinery of the states presents in many cases great similarity to that of the Continental Congress. Mention must not be omitted of the useful lists of naval officers and armed vessels and the extensive critical bibliography which are appended to the book.

In closing let it be said that this book is in all respects admirable, and

that the author may be congratulated upon the possession of the painstaking industry and ripeness of judgment which disarm the most captious of critics.

HERBERT C. BELL.

*University of Pennsylvania.*

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**Reinsch, P. S.** *American Legislatures and Legislative Methods.* Pp. x, 337. Price, \$1.25. New York: The Century Co., 1907.

This book is a middle term between a monographic study and a popular discussion, and profits by the advantages of the two extremes. The author writes from the background of a thorough technical knowledge, but weaves into the presentation a wealth of incident and illustration that make the book readable without destroying its critical character.

The field covered includes both national and state legislatures, but the discussion of the first division adds comparatively little to the knowledge of the student of American legislative action. The discussion of the state legislatures, however, is a distinct contribution to a much-neglected subject. The book is a searching analysis of the methods of organization and action of legislative bodies, not as they exist on paper, but as they exist in fact, an attempt to look behind the formal reports of proceedings to analyse the shortcomings of our legislative bodies and to see the causes underlying these deficiencies. This effort is a distinct success. Lack of space prevents a detailed review of the various subjects presented.

The scope of the volume may be appreciated by an enumeration of the chief chapter headings which are, Legislative Committees, Procedure in State Legislatures, Legislative Apportionments and Elections, The Perversion of Legislative Action, Public Forces Influencing Legislative Action, and The Legislative Product.

The review of the actual working of the American legislature is not encouraging, though it does not present a hopeless prospect. There is but little theorizing in the volume except when deductions and suggestions are drawn immediately from the experiences of the various states as presented. Professor Reinsch has preferred to adopt the academic standard of allowing the facts themselves to convince the reader rather than resort to detailed argument. After studying the shortcomings and difficulties of the legislator from various points of view the reader clearly realizes how great has been the disappointment of those who looked for the millenium through popular government. Yet the facts martialed by the author do not lead to the belief that the failure is complete, but rather that too much has been expected of legislative bodies. An aroused public opinion, greater care in selection of candidates, greater use of expert guidance, both in organization of the membership and in the drafting of bills, and perhaps an adoption to some degree of the principle of representation of interests rather than of numbers, may yet redeem "government by discussion" and restore the legislature to public confidence. As a whole the book is the best presentation of this subject in limited space which has yet appeared.

LUTHER F. WITMER.

*Philadelphia.*